Naval Facilities Engineering Command
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Commanding Officer's Guide for Public Works Functions

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This revision of the Commanding Officer's Guide supersedes the July 1990 edition.

FOREWORD

NOTE FROM THE *COMMANDER, NAVAL FACILITIES ENGINEERING COMMAND*

Congratulations on your selection for Shore Command. You will find it one of the most challenging, frustrating, and rewarding jobs you have ever had. I am sure most line officers would say "...after the first six months I longed to return to sea and rid myself of the problems of being an installation mayor, housing landlord, and facing the complexities of environmental laws, civilian regulations, and contractual constraints." But I can assure you that long before your tour is over, and certainly long after, you will revel in the satisfaction of being able to see your personal management efforts translated into improved quality of work life and family life for our sailors.

The comprehensive nature of the Shore Command Course does not give you much time to reflect, ask questions about your base, or become an expert in any area. This booklet is provided to help you continue the learning process while you are on the job. The questions at the end of each section are designed to help you become familiar with the base infrastructure and the staff that is charged with its maintenance and repair. Previous attendees at the course have used the handouts by the speakers as reference material and suggested that a more organized and indexed package would be more useful. We hope this booklet fills that requirement. The sections also include questions that, once answered, will give you a keen insight into the facilities aspects of your base. Additionally, your asking "smart questions" about their business will have a decidedly positive impact on your public works staff.

Your Public Works Officer/Staff Civil Engineer has received much more detailed classroom and on-the-job training on previous tours, and will continue to be updated in his/her knowledge by seminars furnished by the Engineering Field Division providing technical support. He/she will be able to give you solid recommendations regarding your facilities.

My bottom line is to provide you, the Commanding Officer, with the best possible briefings and reference material so that your stewardship of Navy facilities will start strong and continue strong throughout your tour.

Jack E. Buffington
Rear Admiral, CEC, U.S. Navy
Commander
Naval Facilities Engineering Command

ABSTRACT

This guide is intended to be used by Commanding Officers of shore activities as a ready reference to facilities management matters. Each section contains a brief synopsis of the subject area and contains a list of exploratory questions that the Commanding Officer can ask the Public Works Officer/Staff Civil Engineer/Facility Manager. The questions can also be used in conjunction with visits to the various departments.

CONTENTS

FACILITIES PORTION - SHORE STATION COMMAND COURSE

KEY Abbreviations

A&E	Architect and Engineer Firm
ACE	Activity Civil Engineer
AICUZ	Air Installation Compatible Use Zones
AIS	Annual Inspection Summary
APN	Aircraft Procurement, Navy
AWP	Annual Work Plan
BASEREP	Base Readiness Report
BEAP	Base Exterior Architecture Plan
BFR	Basic Facilities Requirements
BMAR	Backlog of Maintenance and Repair
BOS	Base Operating Support
CESE	Civil Engineering Support Equipment
CIP	Capital Improvements Plan
DBOF	Defense Business Operating Fund
EA	Environmental Assessment
EE	Engineering Evaluation
EFA	Engineering Field Activity
EFD	Engineering Field Division
E/S	Emergency/Service Work
FPD	Facilities Planning Document
FSC	Facilities Support Contract
IR	Installation Restoration
ISSA	Inter (or Intra) Service Support Agreement
LRMP	Long Range Maintenance Plan
MAP	Maintenance Action Plan
MCON	Military Construction, Navy
MILCON	Military Construction
MRP	Maintenance of Real Property
MYMP	Multi-Year Maintenance Plan
NAVFAC	Naval Facilities Engineering Command
NOV	Notice of Violation
NPL	National Priority List
O&MN	Operations & Maintenance, Navy
OICC	Officer In Charge Of Construction
OMB	Office of Management & Budget
OPN	Other Procurement Navy
POM	Program Objectives Memorandum
PWC	Public Works Center
PWD	Public Works Department
PWO	Public Works Officer
ROICC	Resident Officer In Charge Of Construction
SCE	Staff Civil Engineer
SCN	Shipbuilding & Conversion, Navy
SFPB	Shore Facilities Programming Board
SFPS	Shore Facility Planning System
SHOREFLEP	Shore Facilities Life Extension Program

Glossary of Terms

AIS - Annual report of the installation's unfunded maintenance and repair requirements and cost estimate for correction.

AWP - Financially constrained maintenance and repair plan for the current fiscal year.

EFD/EFA - Organization that provides backupengineering, contracting, environmental and management support for the PW Manager.

Real Property - Consists of land and Facilities and the installed equipment that is essential for the facility to function as designed. (see OPNAVINST 11010.20 series)

ISSA - Agreement between two government parties on support to be received or provided. Also referred to as a "Host - Tenant" agreement.

CHAPTER 1: It's All Yours

As the Commanding Officer, you are responsible for the material condition of your activity per OPNAVINST 11000.16A. The Public Works Officer (PWO), or Staff Civil Engineer (SCE) is normally delegated the authority and held responsible for all matters relating to public works support. This includes: planning and programming; real estate management; design and construction of facilities; maintenance, repair and alterations; improvements; utilities operation and maintenance; energy conservation; environmental protection; facility disposal; transportation; and family housing.

The PWO is generally responsible for all maintenance service and construction on the base as your Facilities Support Contracting Officer, Officer in Charge of Construction (OICC) or Resident Officer in Charge of Construction (ROICC) for the Engineering Field Division/Engineering Field Activity (EFD/EFA) serving your area.

Public works support is provided by your Public Works Department or in areas of multiple Naval commands by a Public Works Center. If your command does not have its own PWD, then you should have either a Staff Civil Engineer or Activity Civil Engineer (ACE) to interface between you and the organization providing public works service. The Inter-Service Support Agreement (ISSA) will identify the scope and reimbursement of services provided. In this guide the billet of PWO, SCE, or ACE will be referred to as the PW Manager, whether the individual is military or civilian.

EFD/EFAs (listed below) provide backup engineering and management support for the PW Manager. EFDs are staffed with specialists of all disciplines related to facility operation and maintenance, real estate, environmental, and planning. EFDs will respond to a request from you, your Major Claimant, or your PW Manager.

1. Atlantic Division. West Virginia, Kentucky, Maryland (less the portion assigned to Chesapeake Division), Virginia (less the portion assigned to Chesapeake Division); the counties of Currituck, Camden, Pasquotank, Gates, Perquimans, Chowan, Dare, Tyrrell, Washington, Hyde, Beaufort, Pamlico, Craven, Jones, Carterer, and Onslow in North Carolina; islands in the Atlantic Ocean; Africa; Central and South America; Europe; and other special areas assigned by NAVFAC.

2. Chesapeake Division. Naval District Washington; the District of Columbia; the counties of Anne Arundel, Prince Georges, Montgomery, St Mary's, Calvert, and Charles in Maryland; the counties of Arlington, Fairfax, Stafford, King George, Prince William and Westmorland in Virginia; and the cities of Alexandria, Falls Church, and Fairfax, Virginia.

3. Northern Division. Pennsylvania, Delaware, New Jersey, New York, Connecticut, Massachusetts, Rhode Island, New Hampshire, Vermont, Maine, Ohio, Indiana, Michigan, Minnesota, Wisconsin, Iowa, Illinois, Kansas, Missouri, Colorado, North Dakota, South Dakota, Nebraska, and Wyoming.

4. Pacific Division. Hawaii, Southwest Asia, the Middle East, Pacific and Indian Ocean Areas.

5. Southern Division. Tennessee, North Carolina (less the portion assigned to Atlantic Division), South Carolina, Mississippi, Alabama, Georgia, Florida, Texas, Oklahoma, Arkansas, Louisiana and New Mexico,

6. Southwest Division. California from Los Angeles and south, and Arizona.

7. Western Division. The states of California (north of Los Angeles), Utah, Nevada, Oregon, Washington, Idaho, Montana and Alaska.

CHAPTER 2: Facilities Planning/Programming

2.1 Master Plan

Your Master Plan is a two part document, the first part, the Land Use Plan (LUP), is approved by the CNO and provides the general guidance and strategies for an installation's development. The LUP is intended to provide the Commanding Officer with information to optimize the use of existing assets and provide sound installation development. It summarizes the Air Installation Compatible Use Zones (AICUZ), utility, traffic, real estate utilization and facilities mobilization plans and provides a Base Exterior Architecture concept. Land Use Plans are updated approximately every six years by the geographic EFD.

The second part is the Capital Improvements Plan (CIP) which lists and describes the projects necessary to implement the LUP. Its focus is on a realistically fundable program. The CIP primarily documents the projects the activity and major claimant believe are critical to support the mission of the activity. The CIP is a dynamic working document that is used by the activity and major claimant to provide early Program Objectives Memorandum (POM) support in developing an achievable Five Year Defense Plan (FYDP). CIPs are reviewed and updated if required by the regional Engineering Field Division.

2.2 MILCON Planning

Projects under construction at your base were started, in most cases, by your predecessor two or more tours ago. The process involves significant lead time for authorization and funding by Congress. You may not see the fruits of your labor, but your relief might.

Facilities required for your activity to perform its mission are identified in the Basic Facility Requirements (BFR). Your BFR is developed by identifying your mission, and the number of people and type of equipment needed to accomplish this mission. Using this information and guidelines in the NAVFAC P-72 and P-80 those figures are translated into square feet of operations, maintenance, supply, public works, medical, administrative, community support, and morale, welfare and recreational (MWR) facilities.

Existing assets are evaluated by the EFD through an Engineering Evaluation (EE) and compared with the BFR. The results of that comparison are listed on the Facilities Planning Documents (FPDs). The FPDs total all adequate, inadequate, and substandard facilities in a particular category code (as defined in NAVFAC P-72), compares these to the BFR, and identifies recommended actions to satisfy deficiencies and dispose of excesses. Cost estimates are prepared to obtain funds to correct the shortfalls. If construction/ alteration is required and is less than $300,000, you or your major claimant may fund it. If the cost exceeds $300,000, it's classified as Military Construction (MILCON) and requires Congressional authorization and funding. See the chart marked Projects Monetary Limits (Appendix 1).

2.3 MILCON Programming

Projects for MILCON funding are reviewed, approved, prioritized, and forwarded by your major claimant to NAVFAC for entry in the "Military Construction Requirements List" (MILCON RL). Your personal lobbying effort can improve the probability of your project receiving a higher priority. As always, the higher the priority, the better the chances of funding. However, in some years certain types of projects stand a better chance of funding than others. Your PW Manager can help you prioritize to achieve the best chance of funding success. Depending on scope, complexity, urgency, or funding requirement this review process can take from a few months to years in the case of MILCON projects competing in the Program Objectives Memorandum (POM) process.

MILCON programs are developed as follows:

A. The funding level for a program year is established by CNO through the Navy Programming System, or more specifically the Program Objectives Memorandum (POM), based on fiscal guidance provided by OSD. OPNAV Resource Sponsors are responsible for programming all appropriations required to support their areas of cognizance. This includes not only MILCON, but other appropriations such as SCN and APN. Their role is to balance these competing interests for resources to develop a program that will provide the appropriate amount of resources required in each area for mission effectiveness.

B. Major Claimants are responsible for presenting and supporting their activities' requirements for MILCON resources to the appropriate Resource Sponsor within OPNAV. Major Claimants direct their activities to develop final project documentation (DD Form 1391) upon Resource Sponsor advisement.

C. The Shore Facilities Programming Board (SFPB) consisting of Resource Sponsors and Major Claimants, and chaired by the Director, Shore Facilities Division (OP-44) meets to develop balanced programs within established funding levels for submission during the POM cycle.

D. The annual MILCON program is reviewed by DOD, and the Office of Management and Budget before submission to Congress. The Armed Services and Appropriations Committees review each project and occasionally visit activities. By the authorization bill, the scope identified in the DD Form 1391 is approved, and through the appropriation bill the funding for each project is established.

E. NAVFAC administers the MILCON program and awards design and construction contracts for execution. Collateral equipment for the initial outfitting of MILCON projects is budgeted and funded by the Major Claimant. The procurement of collateral equipment is the responsibility of the activity.

As CO, you have primary responsibility for the efficient management of activity land and facility assets. You are responsible for the preparation of all project documentation for MILCON projects, as well as projects funded as Special Projects. As the program becomes firm, Major Claimants task their activities to prepare and submit a DD Form 1391 and a facility study for each project. The facility study includes an economic analysis, an Environmental Assessment (EA), and a land planning report for land acquisition projects.

The following questions are designed to help you understand your Facilities Planning/Programming efforts:

* How current is our master plan? Is it based on our current mission and base-loading and does it include consideration of actions being taken by civilians on property just outside our base? Do the master plan short and long range proposals show concern for environmental protection and optimum use of resources?

* How do you ensure our facility data and construction projects in the Shore Facilities Planning System (SFPS) are updated? (SFPS is used by the Major Claimant and others to evaluate your need for your project. If not up-todate, the project may be lost.)

* When does our Major Claimant hold its Shore Facilities Programming Board meeting? Do we have any new requirements or revised requirements that should be submitted before that time?

* Do we have a plan of action for all of our facility deficiencies? (MILCON/Special Project/local project identified for each deficiency.)

2.4 Air Installation Compatible Use Zones (AICUZ)

If your base does not have a runway or heliport skip this section; otherwise please read on.

DOD established the AICUZ Program to address the spirit of the Noise Control Act of 1972. Although the Act does not apply to military aircraft the current requirements and guidelines for the program are contained in OPNAVINST 11010.36 series. Additionally, the AICUZ Program derives local government support from zoning restrictions on land use development to protect and promote public health, safety, and welfare.

The AICUZ Program is designed to achieve compatible land uses around military airfields and **not a land acquisition** or management program. The purpose is to prevent incompatible development in high noise exposure areas (zones), to minimize public exposure to potential safety hazards associated with aircraft operations, and to protect the air installation's operational capability. The AICUZ Program identifies land areas in the vicinity of the air installation on which the DOD recommends restrictions on land uses that may obstruct airspace, be incompatible with current or projected air operations, or otherwise hazardous to aircraft operations. It also includes those immediate land areas in which the public is exposed to health and safety hazards of aircraft operations. Note that with the nature of military aircraft operations, e.g., arrival and departure corridors or practice carrier landings before going to sea, there may be other areas near the air installation where proposed development or construction of structures could adversely affect operations and be incompatible.

Each AICUZ study contains a Compatible Use Zones matrix identifying land uses that may be compatible with various combinations of noise exposure and accident potential zones. For example, residential development is not recommended in high noise exposure zones, while limited residential development is compatible in moderate noise zones. Density restrictions, such as lot coverage or dwelling units per acre, as well as building codes that can be amended to contain noise attenuation criteria, are also considered.

The AICUZ plan must be consistent with valid, up-to-date land use planning principles and procedures, adequately describe current and projected air station operations and procedures, and provide recommendations for compatible land use development. The AICUZ Plan must be adapted to state law, enabling legislation, and local economic **and** political conditions. The AICUZ Plan is not an end to itself, but rather one of many land use determinants used by local government planners and decision-makers. The AICUZ plan must not be arbitrary, but rather reflect the local situation and have a factual and rational basis.

AICUZ plans are jointly developed by the installation and its EFD. When completed, it is submitted via the chain of command to the CNO (OP-04) for approval. Upon approval, copies should be provided to local governments for consideration in their planning efforts. The AICUZ plan, if adopted into the local zoning ordinance, provides significant protection from encroachment by incompatible development. If land acquisition is required to control encroachment, Congressional approval is required and conformance with the station's approved AICUZ plan is essential.

AICUZ questions:

* How old is our AICUZ plan? When is it due to be updated?

* Does the plan reflect the current aircraft mix and/or tempo of air operations? If not, has the EFD been notified to update the study?

l Does the community know about the AICUZ plan? Does it have a copy of the plan?

* Are local zoning ordinances consistent with compatible land uses identified in the AICUZ plan?

* Who is (are) our contact(s) with the local planning boards? Do they attend the board meetings?

2.5 Real Estate

The Secretary of the Navy assigned the responsibility of buying, leasing, licensing, and disposing of Navy real estate to NAVFAC. To carry this out, EFDs are staffed to accomplish these actions. The regulations and laws governing real estate actions are very specific and frequently change. As a result, your PW Manager receives little training in this area and must rely on the EFD.

If your MILCON project requires land, your EFD will discuss the requirements with you, conduct appraisals of property, negotiate to buy the land and sign all real estate contracts. Similarly, if your base is excessing land or facilities, the EFD will notify the proper agencies to determine if other Navy, military services, or government services need the land or facilities prior to disposition to the general public.

Civilian developers and cities alike are interested in acquiring Navy property for numerous reasons. You and your staff must be aware of these interests and keep the EFD informed of any action that threatens our Navy's loss of non-excess property. A complete and current Land Utilization Plan is a vital document in this effort.

Lastly, the General Services Administration (GSA) has been tasked by Executive Order 12512 to conduct surveys of real property holdings of the executive agencies. These surveys are to identify properties that are not being utilized, are underutilized, or are not being put to their optimum use. Provide these GSA teams with tours and briefings of your mission and requirements for fulfilling the mission. When GSA advises that your base is to be surveyed, contact your local EFD for assistance in readying your base.

2.6 Public/Private Ventures

A Public/Private Venture (P/PV) is a specialized form of leasing that can be considered to meet non-operational requirements for housing, child care, and administrative facilities and services. P/PVs are long term leases in which a contractor agrees to finance, build, operate, and maintain facilities for Navy use in return for annual lease payments, the use of Navy owned land, and/or other commitments such as occupancy guarantees or exclusive access to Navy markets. Like other real estate laws and requirements, P/PV authorities and regulations frequently change. Your EFD Real Estate Division will have the latest P/PV guidance as well as project planning, feasibility, and contract administration.

Real Estate and P/PV questions:

* Is our Land Utilization Plan current? Are there any vulnerable areas that we may need to defend when surveyed by GSA?

* Do we lease any property to private individuals or companies? What are the terms of the lease? Are there additional facilities or lands that could be leased?

* Do we have any property that we should seek to dispose?

- Who attends the city, county, or regional planning commission meetings for us? What are the local plans for areas around our base? Could the plans restrict future use of the base? Has the EFD been informed?

* What justifiable requirements does the activity have, and what assets do I control that might attract private sector participation?

* Can we (the activity or Claimant) identify and commit a source of funding for any long-term costs incurred by a P/PV? Can I fund up-front costs to develop the project?

CHAPTER 3: Facilities Acquisition

3.1 Design

Design of facilities is usually done by one of the following organizations: 1) the activity's Public Works engineering staff; 2) the EFD; 3) another Navy agency (i.e., PWC); or 4) a commercial Architectural and Engineering (A&E) company. Since A&E companies can place more architects/ engineers on a design than the activity or EFD, most large designs are done by contract. The time required by law to hire an A&E firm, and then to complete the design can be very long. To save time, several activities have indefinite delivery A&E contracts, which lasts for two years and have a specified maximum value for design. Indefinite Quantity (IQ) A&E Contracts can be awarded for specific projects or types of work; for example, design of heating, ventilation, and air conditioning (HVAC) systems or roof repairs. Once awarded, similar projects may be procured using the same IQ contract without further competition.

3.2 Construction

Construction may be done by shore activity in-house forces, PWCs, Seabees, or contract. Construction contracts are normally bid using a competitive procedure. The bidding and award process usually takes at least 60 to 90 days after completion of plans and specifications. This is primarily due to acquisition regulations requirements for advertisement. Contracting offices cannot solicit bids until they receive funding documents for the full estimate of the project.

Construction inspection is usually done by the PW staff or the Resident Officer in Charge of Construction (ROICC). Your Public Works Officer may be the ROICC with additional staff provided by NAVFACENGCOM. Otherwise, the ROICC is an officer assigned to the EFD. In any dealing with contractors, the officer assigned contracting responsibility must be your conduit. If you give a contractor direction, he/she may submit a bill for complying with your request and higher authority may be required to approve the unauthorized commitment of funds. To avoid legal problems and embarrassing situations, use the ROICC as the conduit to the contractor.

With the contract satisfactory completed, the ROICC transfers the facility to the using activity. Key members of your staff should inspect the facility to become familiar with the equipment, maintenance and operating manuals, and observe operation of the facility. Some new facilities cost more to maintain and operate due to sophisticated equipment; funds may need to be programmed to support new construction. Training of activity maintenance and operating personnel on equipment before turnover is a wise investment.

Military personnel are allowed to work on all types of shore facilities. Seabees can provide technical guidance and supervision to military personnel assigned to self-help projects. Seabee construction is generally accomplished in one of two ways: through the Self-Help Program or during Naval Mobile Construction Battalion (NMCB) overseas deployments. The Self-Help Program will be discussed in greater detail later in this guide. Construction by NMCBs is done at predetermined locations, is requested through the appropriate Fleet commander, and is normally scheduled well in advance. Guidance on planning and requesting NMCB construction support can be found in OPNAVINST 5450.46J.

When considering military labor, attention must be paid to the local political climate and labor unions. Meetings should be held with local union representatives, collective bargaining agents, and local construction contractors to assure them that the self help projects are not in competition with civil service work or potential contracts. Policy on the use of active and reserve Naval Construction Force (NCF) personnel for supervision is found in OPNAVINST 4660.7B

3.3 Contracts

More and more work for your base will be done by contract rather than by in-house forces. Only warranted contracting officers are authorized to enter into, modify, and terminate contracts.

Contracting authority is delegated by the Commander, Naval Facilities Engineering Command, to EFD Commanders and Public Works Center Commanding Officers (PWC COs). Usually the EFD Commander or PWC CO appoints all other NAVFAC contracting officers and describes their authority on their warrants.

Acquisition that is thoroughly planned will obtain the highest quality products and services in the shortest possible time. Contracting on a last-minute, sole source, or expedited delivery basis may result in higher prices and poorer quality due to lack of competition. Initial time spent in determining requirements in a clear and concise manner and in developing a mutually acceptable work plan prevents significant losses of time and money during the procurement process.

Successfully satisfying requirements by contract is enhanced by involving the contracting team early in the planning process. Technical and contract specialists should talk as soon as practical about up-coming projects, including any special project requirements or coordination difficulties. Ongoing communication will promote a smooth transition into the contracting work flow and an early commitment to the project.

Major Construction/Repair contracts are used to obtain new construction of a building, major renovation or extensive replacement of deteriorated systems. For this type of project the work is so thoroughly described by drawings and specifications that contractors can bid a fixed price to perform the same work. Award can then be made at the lowest price. In cases where the project cannot be completely defined, special technology is needed, or some other element is the prime requirement, price and other factors may be considered.

Minor Construction/Repair: Multi-Trade or Job Order Contracts can streamline the process of obtaining repair and renovation of facilities at the lowest possible cost when detailed design is not required. Both types of contracts allow the addition of almost any work which might be required during a 12 month period.

Facilities Support Contracts (FSC) provide for recurring maintenance, construction or other support services normally managed by the PW Manager. FSC may be multifaceted including all services at an entire base from grounds maintenance to galley support. This type of FSC is called a Base Operation Support (BOS) contract and can include some services usually contracted for by NAVSUP. FSC's can be much smaller covering only a single service such as boiler repair and maintenance. Various contracting methods are used to procure FSC type work depending on the character of the services desired.

Acquisition questions:

* Who has contract authority as the OICC or ROICC? (The ROICC's ability to respond to your needs depends on the contract warrant level that officers receive from the EFD. More authority is assigned to those offices that are properly staffed and trained.)

* Do we have a contracting office (FSC) and if so do we have enough formally trained personnel to handle the contract workload?

* What projects are currently under design? Who funds design costs?

* Who checks to ensure that the facilities siting conforms with the master plan and any environmental documentation that applies to the project?

* Do we have any indefinite quantity A&E contracts? Do we need any?

* What special approvals are required for projects in this area?

- Do we have a fair share of the EFD/EFA support staff on site to handle our projected workload?

CHAPTER 4: Facilities Management

4.1 Facilities Maintenance

Public Works includes functions that must be performed to maintain and operate the base. These functions fall into five categories:

a. Maintenance and repair (M&R)
b. Minor construction
c. Operation of utilities
d. Transportation
e. Other engineering services (technical engineering, facilities management, custodial services, and refuse collection).

The Maintenance and Repair Program begins with identification of deficiencies. Control inspection provides one of the key inputs to the activity's Maintenance Action Plan (MAP) and Long Range Maintenance Plan (LRMP). The MAP includes work that should be performed (total M&R requirement) in the current year. LRMP covers unconstrained requirements for the current year and the next four years.

These two plans contain the estimated cost of satisfying the total M&R requirement. The MAP readily converts into a fiscally constrained Annual Work Plan (AWP) when dollars are known and M&R requirements are prioritized.

Both the MAP and AWP are dynamic documents that change throughout the year as unforeseen, but essential requirements arise; or as other requirements are deleted or deferred. Items from the current year's AWP that are not funded become the basis of your Backlog of Maintenance and Repair (BMAR). This backlog is the total of all unfunded critical deficiencies. Critical deficiencies are defined as M&R items that require corrective action in the current fiscal year.

Valid maintenance and repair requirements are identified and reported in your AWP, MAP, LRMP, and BMAR reports. They must be consistent with the BASEREP, Special Project, and MILCON submissions. All of these are used to measure the condition of the installation, and as the basis for making budget and allocation decisions.

Since BMAR levels have such a direct impact on your chances of getting resources to make meaningful improvements to the condition of the facilities at your installation, it is essential that these reports are accurate and completed without regard to anticipated funding levels.

Maintenance work can be accomplished by activity forces, PWC forces, Seabees, or by contract. Your PW Manager can get support from the EFD and other NAVFAC commands such as Navy Civil Engineering Laboratory or Navy Energy and Environmental Support Activity.

Other facilities maintenance and repair matters you should be aware of are:

- The BMAR Report is due at Sub-Claimant by 15 October of each year.

- Of the maintenance of real property (MRP) funds provided in the financial ceilings, up to ten percent may be utilized for locally approved minor construction projects.

4.2 Maintenance Service Contracts

Due to economic constraints and ceiling limitations, maintenance service contracts have increased. In many cases, the switch from in-house effort to contract has resulted in problems. Therefore, this subject requires special consideration.

Many problems with service contracts (janitorial, grounds maintenance, etc.) result from contracts that do not adequately describe the government's requirement and/or expectation for performance. Generally, revisions during contract performance are more expensive and can impact delivery and/or quality more directly than if identified before the service is bid/awarded.

Maintenance service contracts rules are very stringent and change constantly. As a result, NAVFACENGCOM issues specific warrants to certain officers authorized to act as Contracting Officers for facilities contracts. Consider the follow-

ing for any major maintenance service contracting:

-Provide adequate lead time prior to award to assure the widest range of contractor participation; and to allow for protests and evaluations. After a Statement of Work/Specification have been developed, it normally takes four to six months to solicit, evaluate, and award a contract. However, many variables can extend this process such as protests, inquiries and pre-award surveys, that are not under the government's control. Therefore, it is important to have contingency plans in case of delays.

-Consider the time required for the successful contractor to mobilize for performance after the award. Often, performance cannot commence at 100 percent capacity exactly on the day of award.

-Clearly specify the work to be accomplished.

-Ensure that the specified work is the proper level of service required.

-Provide adequate inspectors to ensure quality service.

Facilities Maintenance questions:

* How many people do we have onboard in facilities maintenance? Ceiling? Are any key positions vacant?

* What training programs do you have/need for your facilities maintenance people?

* Do shop spaces, tools, and equipment meet criteria? NAVOSH?

* Is our long range maintenance plan based on controlled inspection?

* How many facilities have been inspected in accordance with the control inspection program?

* How large is the BMAR? Is it increasing?

* Have all outstanding inspection deficiencies been included in the BMAR report and identified on the projects plan?

* Are there any major repair items listed in the Annual Inspection Summary that are not included on the Special Projects Summary list?

* What is the annual budget for facilities maintenance? Is there a maintenance floor? Is the budget, in relation to the Plant Replacement Value and BMAR, increasing or decreasing?

• What percent of the maintenance budget is spent on alterations and minor construction?

* Have you reviewed host-tenant agreements and Inter-Service Support Agreement's (ISSA) for reimbursable work?

* How do you monitor customer satisfaction? How do you keep them advised of the status of their requests?

* How much maintenance service contracting do we have? Can our current contracts be improved? How?

* Are you staffed to perform a proper level of contract inspection, both at the formal and informal level? Are they properly trained?

• Who is responsible for ensuring that required maintenance services do not lapse?

• What projects are on your current activity facilities projects priority list?

* Do you have plans and specifications ready to advertise with year end funds?

* Do our project submissions have sufficient detail, photographs, economic analysis, etc., to demonstrate our need?

4.3 Transportation Equipment

Transportation equipment [called Civil Engineering Support Equipment (CESE)] is controlled by allowances approved by the Major Claimants. Your Major Claimant with assistance from the Transportation Equipment Management Center (TEMC) maintains the allowance of number

and type of equipment to meet your mission. The TEMC (part of the EFD) is your management/ technical representative.

Funding is limited for replacement of CESE. With few replacements in the pipeline, the fleet is overage, (i.e., beyond recommended useful life), but is still being used. Vehicle rentals are permitted for periods not to exceed 60 days (TEMC approval is required for leases longer than 60 days). Usually the supply department or PWC contracts directly with local rental agencies to meet peak load or emergency requirements. School Bus transportation is governed by DOD Regulation 4500.36-R.

The use of government transportation is closely monitored and subject to public scrutiny. Your PW Manager should keep you informed of any unusual use of the equipment. Home to work transportation is not permitted, except for those designated by law and those officials authorized by the Secretary.

Transportation questions:

* What is our percentage of equipment availability? (The goal is 95 percent. Even with overage equipment, command support can make it happen.)

* Are equipment repair parts readily available? Can delivery be improved? If a mechanic can get the parts when needed, the down time is reduced.

* What is the maintenance cost per mile for vehicles? How many vehicles do we have? How does this compare with our allowance? (Most commercial rental companies have maintenance costs per mile of 12 cents for cars less than one year old. Your costs should be slightly higher, but 19 cents per mile is too high.)

* What have we done to reduce the number of vehicles, miles driven, and/or fuel costs? How about government buses and taxis? More miles mean more cost and can tie up your mechanics on vehicles.

* What percentage of the CESE is beyond the DOD specified economic life? A high percentage means greater maintenance costs, more equipment on deadline, and lower equipment availability.

* Does our Weight Handling Equipment (WHE) Program follow the NAVFAC P-307? Are our certifying officer and test director designated in writing? Is all WHE inspected, tested, and certified? Accidents involving WHE usually result from failure to properly train the operators and failure to ensure that certifications are up-to-date.

4.4 Energy Management

The amount of your budget dedicated to operation and maintenance of utility systems and payment of utility bills is significant, in some cases 50 percent. With constrained dollars for operation and maintenance, savings in this area can be significant enough to cover many shortfalls. It will require your personal persistence and determination. Your EFD has experts that can conduct an energy audit of your base. The audit will provide recommendations of quick, inexpensive methods to save energy.

From FY-75 to FY-85, the Navy achieved an energy reduction of 7 percent, far below the goal of 20 percent. The new guidelines for energy usage, as compared to FY-85, are:

-In Existing Buildings: Reduce energy use per gross square foot by 12 percent by the end of N-95, and 20 percent by the end of FY-2000.

-In New Buildings: Achieve a 10 percent reduction in energy use per gross square foot for new buildings designed in FY-95, compared with similar buildings designed in FY-85.

-Alternative Energy Sources: To the extent cost-effective and practical, support the overall Navy goal of obtaining 10 percent of energy for facilities from coal, solid fuels, or renewable sources.

The guidelines are detailed in OPNAVINST 4100.5C which also requires shore activities to comply with some basic energy management standards. If your activity complies with these standards, it should meet the CNO energy goals.

These standards include:

- Operating hours of facilities energy systems
- Comfort Heating and Cooling
- Domestic Hot Water
- Interior Lighting
- Exterior Lighting
- Heating and Power Plants
- Steam Systems
- Heating, Ventilation, and Air Conditioning Systems (HVAC)
- Weatherizing

4.5 Utilities Management

Your utility systems are the key ingredient to saving energy and reducing operating costs. Under OPNAVINST 11100.3 series, the Shore Facilities Life Extension Program (SHORE FLEP) is designed to improve the condition of the Navy's shore facilities by placing high priority on selected Investment Category Codes, including IC-17 (Utilities). The importance of utilities to each installation's mission was emphasized during 1987 and 1988 when Utilities Vulnerability Assessments were conducted by each base and consolidated at the Major Claimant. Once the risks were identified, projects or operational changes were to be prepared to eliminate the most critical utility support vulnerabilities.

With today's fluctuating fuel costs, your PW Manager should assure that the lowest cost fuel is being used. In addition, today's utilities rate schedules are complex and consumption and demands are always changing. Savings can be achieved just by verifying that you have the lowest possible rate and that your demand charges are kept to a minimum.

Steam and hot water distribution systems are normally efficient during the heating season may not hold true in the off season. Systems that achieve up to 80 percent efficiency during winter may reach only 20 percent in the summer. This is due to fixed losses and low summer loads, and may be more economical to shut down central systems during the non-heating season.

Energy/Utilities questions:

* What is our source of electricity, steam, water and sewage treatment? How do we dispose of hazardous waste? Have we evaluated alternate sources with potentially lower costs (i.e., Defense Logistics Agency (DLA) spot gas)?

* What is the annual cost of utilities? What percent of our overall budget is that? Is the utilities portion increasing, decreasing or remaining constant?

- How do we plan to reduce energy consumption? When was our last energy audit?

* How are our utility rates structured? Do they include separate charges for connection, demand, total consumption, and time-of-use? Do ratchet clauses apply? Can we negotiate a better deal with the utility company?

- Are utility bills certified to ensure we are getting the service paid for? How do we ensure that our base is being billed for utilities under the rate schedule most advantageous to the Navy?

* Are "lifetime" rates for gas and electricity available for family housing?

* Do our operating and planning decisions consider utility costs, such as during peak electrical demand?

* Is it possible to reduce demand costs by shifting loads to different time periods, adjusting temperatures, changing operating patterns or waste segregating?

* How are utility billings to reimbursable customers determined? Are major customers and loads metered?

* Do you recover the costs of utilities provided to private parties, such as on-base contractors and vendors? Are they doing their share to save energy?

* Are potential areas of major energy waste, such as defective steam traps and pipe insulation, inspected and maintained regularly?

- What actions are we taking as a result of the

Utilities Vulnerability Assessment?

- What programs are in place to ensure that boilers and plant equipment are operating at peak efficiencies?

4.6 Shore Base Readiness Report (BASEREP)

OPNAVINST 3501.167 series

BASEREP is a mission oriented report that measures, in the **opinion of the Commanding Officer, the readiness of his/her command** to meet its mission. In cases where unsatisfactory readiness exists, the report helps document what is required to correct the problem. This could be in the form of a MILCON project, increased personnel manning, OPN or O&M,N funds. The report is an annual snapshot of shore activity readiness as of 30 June in the year prepared.

The report includes DBOF; O&M,N; and RDT&E funded activities. The base Major Claimant identifies which of the 28 mission areas are applicable to each activity. The mission areas have three major categories: Personnel, Facilities (quantity & condition), and Equipment (quantity & condition).

Personnel: Personnel readiness ratings for the BASEREP are measured by the number of people onboard versus the requirement/authorization.

Facilities/Equipment: The readiness rating gives a more accurate picture if it reflects mission performance over the entire year. If there is a difference between the 30 June rating and the year-long rating, it should be addressed in the narrative section.

You must assign a readiness rating in all three categories for each mission area where applicable. These are:

C 1: Fully met mission requirements

C 2: Substantially met mission requirements with only minor difficulty.

C 3: Only marginally met mission requirements, but with major difficulty.

C 4: Has not met mission requirements.

The narrative standardizes key information for use in a database. Ratings of C3 or C4 require a summary of the problem, what caused the situation, and proposed solution(s). Detailed information should be provided on the resources required to correct the readiness deficiencies such as: the rate and rank of manning levels; the OPN dollar value and exact equipment requirements; and the MILCON project number, estimated cost and funding status. If a MILCON project is the proposed solution, a DD Form 1391 should be submitted to the Major Claimant as soon as possible.

The BASEREP is used in the POM process/development of the Base Operating Support Baseline Assessment Memorandum. Ratings are analyzed to develop trends and comparisons. The information is further used to support and defend the POM and budget requests.

The data support the Shore Facilities Life Extension Program which is intended to address the adverse readiness impacts of deteriorating physical plants. The narrative portion provides detailed information on which projects need to be funded in order to improve the activity's readiness.

The BASEREP defends against proposed funding reductions during the Planning, Programming, Budgeting System process and provides Major Claimants and Resource Sponsors with a picture of shore activity operational readiness. Summary BASEREP data are provided to each Resource Sponsor annually for those activities in his/her sponsorship. The same information is also provided to each Major Claimant. The information is valuable for development of POM and budget requirements.

The report is the operator's assessment of his/her readiness to meet mission requirements, not the PW Manager's. Input from tenant commands is needed to give a complete picture.

Some tenant commands will submit a complete BASEREP through their own chain of command. Enclosure (1) of the BASEREP instruction identifies all reporting activities. In most cases, the Commanding Officer of the base will include the tenant command's input in the base's report

BASEREP questions:

* Are there any activities on our base that submit their own BASEREP?

- Who coordinates and consolidates the BASEREP input?

* Are there trend's developing over the past few BASEREPs?

- Do you have solutions/recommendations for each C3/C4 deficiency noted?

* Does the narrative fully and concisely explain the problem and potential solutions?

* Is the priority set for Special Projects and MILCON projects consistent with readiness ratings?

BASEREP MISSION AREAS

A	*Aviation Operations*
B	*Fleet Communication Operations*
C	*Port Operations*
D	*Special Base Operations*
E	*Training Services*
F	*Aircraft Maintenance*
G	*Ship Repair Services (Shipyard)*
H	*Ship Repair Services (Intermediate)*
I	*Electronic/Ops Sys EngrlLog*
J	*RDT&E*
K	*POL Products Services*
L	*Ordnance* Services
M	*Supply Services*
N	*Medical Services*
0	*Dental Services*
P	*Bachelor Housing Services*
Q	*Messing Services*
R	*Personal Services*
S	*Family Housing Services*
T	*Confinement/Corrections Services*
U	*Utility Operations*
V	*Administrative Services*
w	*Information Services*
X	*Public Works Services*
Y	*Security Services*
Z	*Fire Protection*
AA	*Base Transportation*
BB	*Base Communications*

CHAPTER 5: Special Topics

5.1 Commercial Activities

OPNAVINST 4860.7 series

OMB Circular A-76 states that the policy of government is to rely on commercial sources to supply the products and services the government needs. This policy has three precepts:

a. Achieve economy and enhance productivity
b. Retain governmental functions in-house;
c. Rely on the commercial sector.

To implement this policy, the Commercial Activities (CA) Program was developed. OPNAVINST 4860.7 describes the policy, procedures, and responsibilities for determining whether needed functions should be accomplished by Navy personnel or by contract with a commercial source.

Public Works was very active in the CA Program in the 1980's. By the end of the decade, virtually every function in every public works department within the Navy has been studied for possible conversion to contract; some more than once (ii a function is retained in-house it must be studied again in five years). The success or failure of this program has varied. Numerous successes have been documented and saved hundreds of millions of dollars. However, there have been several disasters as well. A poorly performed CA study of public works will have a severe, adverse impact on base mission readiness.

From lessons learned we know that one common denominator in successfully completing a CA study lies in the implementation of a "CA Study Team", and command involvement on a periodic basis. Team members should include personnel from affected organizations. Two points need to be made. If there is no CA coordinator for the command, then one should be appointed immediately since the regulations frequently change and new functions will soon be announced for CA study. Secondly, a great deal of your PWO's time and energy may be devoted to CA when functions are announced for study. The team approach is essential, but the PWO's personal attention is required in many areas.

In 1991 scheduled studies that were not completed were cancelled. Since then no new functions have been announced for study. This is not the end of the CA Program. Whether you would like to contract out functions performed by government employees (for economic or other reasons) or bring contracted functions back in-house, you must follow the CA Program guidance found in OPNAVINST 4860.7B. Your activity CA coordinator can provide more information.

CA questions:

* What is the scope of the study(ies), i.e., what functions will be impacted by the study, and how many positions are involved?

* Do we have a CA coordinator officially appointed, and if so, where is this person organizationally located?

* Do we have a CA team? Who are the players?

* What are our milestones for accomplishing the study, and where do we stand?

* What problems are we currently facing in successfully completing the study?

5.2 Navy Occupational Safety and Health (NAVOSH)
OPNAVINST 5100.23 series

The most effective NAVOSH programs are pro-active in abating hazards and the reducing injuries and associated compensation costs. Success involves every level of the command and a good working relationship with the BUMED servicing office responsible for providing occupational health support.

The program includes: compliance with applicable DOD Navy and OSHA standards, annual inspections of all work places, prompt abatement of identified hazards; appropriate NAVOSH training; procedures to review in advance of construction or procurement; the design of facilities, systems, and subsystems to ensure that OSH hazards are eliminated or controlled throughout the life cycle; and comprehensive occupational health surveillance programs.

As occupational safety and health protective measures continue to increase, especially in the environmental arena, so does the potential for liability against the Navy.

* How do you implement the activity safety and health program instruction? How do you ensure that work operations and facilities are in compliance with applicable regulations?

• Are comprehensive work place and building inspections conducted at least annually to identify facility deficiencies? Are your high hazard areas inspected more frequently?

* Is a formal installation hazard abatement plan maintained? Are projects prioritized to ensure the most serious safety and health deficiencies are corrected first? Are NAVOSH funding projects included on the log? Are facility related matters discussed at the Safety and Health Policy Council Meetings?

* Have management personnel, supervisors, employee representatives, and non-supervisory personnel received all required NAVOSH training? Has system safety engineering training been provided to applicable personnel (i.e., planners, estimators, engineers, designers)?

• Is there a written Hazardous Material Control & Management Program? Have all employees received appropriate training? Does the program include methods the activity will use to inform contractor employers with employees working in the activity's work place of the hazard communication program? Is all shore equipment labeled to indicate the presence of any hazardous material? Are procedures in place to evaluate requests for new materials or equipment?

* Are all electricians fully qualified? Do we have sufficient personal protective equipment for all electrical workers? Is the equipment tested in accordance with ASTM standards? Has the activity implemented a lockout/tagout program?

* Is there an inventory of all confined spaces? Are the gas free engineering services conducted in-house or provided by ISSA/contract?

• Have all work places been evaluated initially (baseline) by an industrial hygienist to identify and quantify all potential health hazards? Have written negative determinations been provided?

* What is your biggest source of mishaps? What can we do to reduce injuries/illnesses? What is your annual compensation bill?

NAVOSH Deficiency Abatement: Used to provide a safe, healthy work place for employees by correcting major safety and health facility deficiencies, **not for maintenance, repair, or property protection.** Examples Include: safety modifications to electrical and ventilation systems; emergency/exit lighting; fire doors/enclosures; smoke/fire detection alarms; and construction of hazardous material storage facilities. Reference: NAVFACINST 5100.14A.

5.3 Environmental Protection
OPNAVINST 5090.1

Environmental information is provided in greater detail in the **"Navy Commanding Officer's Guide to Environmental Compliance".** Rather than duplicating that guide, let's briefly state that during initial planning for MILCON, unprogrammed minor construction, Special Projects, and some local projects (demolition, land clearing, etc.) you must consider the environmental impacts during the construction as well as the final project.

The following questions are provided to help you understand your local environmental program:

• What environmental permits do we have? Are we in total compliance with the permit conditions? (Permits are required for such things as: wastewater discharges; power plant air emissions; and the storage, treatment, and disposal of hazardous waste. Permits require periodic renewal.)

* Do you know of any pollution deficiencies/ potential problem areas? What can we do to correct them? (Due to the constantly changing nature of environmental regulations, chances are your base will have some deficiencies, resulting in noncompliance. Expect that a regulatory agency inspection will also identify these problems.)

* Have we surveyed for the presence of threatened and endangered species, wetlands, and other protected or sensitive resources? (Your Master Plan and Natural Resources Management Plan should identify these resources and measures required to protect them.)

• When were we last inspected by the U.S. EPA or by a State regulatory agency? What were the results? (EPA and State agencies may inspect your base. The inspector's judgement is often influenced by his perception of command support for environmental compliance. EFDs are tasked with auditing base hazardous waste and PCB compliance to help correct problems before regulatory agencies visit you. If an agency requests to visit your base, notify your EFD.)

* Have we received a Notice of Violation (NOV) or a Notice of Non-Compliance (NON) from an environmental regulatory agency? Have we entered into a Compliance Agreement or Order? (Regulators might issue a NOV or NON to bases not complying with the law. Immediately report it to CNO/CMC, and try to attain compliance. If you are unable to comply right away, the regulatory agency might suggest a compliance agreement with them agreeing to a schedule for coming into compliance. It is important to meet these commitments.)

* Are construction and site development plans reviewed by natural resources and environmental planning personnel to ensure that adverse impacts on protected and other natural resources are minimized or mitigated?

• Is hazardous waste (HW) being generated on our base? Do we have or need an EPA hazardous waste generator ID Number? (You must have an ID number if you generate more than 100 kg (about one-half of a 55-gallon drum) of HW per month. Manifests must be filled out and tracked for wastes you disposed of and reported to EPA.)

* Are there any hazardous waste disposal sites on our base? Any groundwater contamination? What is the local community's attitude toward our site? (Some HW disposal sites probably exist on your base. The Navy's Installation Restoration (IR) Program has funded an initial study of more than 200 bases to date. Findings often generate local community interest. EFDs have the lead for the studies and cleanups. Your environmental and public affairs personnel should be familiar with any IR work on your base.)

• Do we have any HW disposal sites listed on EPA's National Priority List (NPL)? (Navy sites have been identified as NPL sites. Public and media interest follow the designation.)

• Have we notified EPA (or the State) concerning underground storage tanks on our base? Are any underground tanks leaking or suspected of leaking? What is our plan of action?
(By May 8, 1986, owners were required to report

to EPA information concerning the age, type, location, and use of underground storage tanks. Look for tanks at gas stations, auto hobby shops, POL farms, power plants, and buildings with generators.)

* What are we doing to minimize the generation of HW? Have we completed a Used Solvent Elimination (USE) study? Have we implemented the recommendations?

* Do we have a recycling program for solid waste, e.g., paper, aluminum, other scrap metals and waste oils? (Recycled materials can be reused directly or sold through the Defense Reutilization and Marketing Office (DRMO). Under a "qualified recycling program" sales proceeds are returned to your activity and can be used to fund projects for pollution abatement, NAVOSH deficiency abatement, energy conservation, or morale/welfare projects. Up to $2 million may be carried over between fiscal years.)

* Do we have an up-to-date contingency plan for responding to oil/hazardous substance (HS) spills? Are our people fully trained to respond to spills? When is the last time you had a drill to test our response?

- Who is our designated Navy On-Scene Coordinator (NOSC) or Navy On-Scene Commander (NOSCDR)? (The plan must call out training requirements for your people involved. If you are an area coordinator, chances are you are an NOSC. Your PW Manager should explain your responsibilities under the base Spill Contingency Plan. If your plan is four years old or older, by law, it must be reissued.)

- How many PCB transformers and capacitors do we have and are they labeled and inspected as required by environmental regulations? Do we have any in-service transformers that are leaking? Does the base fire department have a current list of the location of PCB transformers? (All should be labeled and inspected quarterly or annually. Leaks must be repaired in 48 hours. PCB equipment involved in a fire gives off toxic fumes. If your PCB transformers have been "retrofitted", have them checked. Recent checks have indicated that PCBs are absorbed in the transformer and start leaching after six months. With retro-filling costing 75 percent of whole transformer replacement, it makes sense to replace rather than risk leaching from retro-filling.)

- Who signs the manifests for the shipment of hazardous waste? How do you confirm that the material was delivered properly? (For each shipment, a manifest must be issued. Once the material is delivered to an authorized disposal site, a report of receipt is provided to the delivery company and to the originator. The files must have both.)

* Has a Technical Review Committee (TRC) been formed? Who is in charge? Does it following OPNAV guidance? (If you have a hazardous waste disposal site, you are required to have a TRC.)

* Can we reduce grounds maintenance costs and generate revenue by managing installation natural resources?

* Does our natural resources plan improve quality of life for our people and improve community relations?

- Do we have any Historical and Archeological Resources Protection (HARP) Plan work? Is there any HARP work planned?

* Have we had the National Register properties survey done? If not when will it be done?

* What are the consequences of ignoring the Archeological Resources Protection Act?

* Is our HARP plan tied into our Master Plan? Do we have any conflicts with other programs (i.e., Installation Restoration program)?

* What are we doing to become, "a leader in protecting the Environment" ?

5.4 Applied Biology

Mosquitoes, flies, ticks, fleas, spiders, mites, cockroaches, ants, silverfish, rats and many other pests can afflict members of your command with disease and discomfort. They also damage your offices, housing, and operations facilities and can divert your attention away from operational matters.

Professional pest management, comprehensive programs, and competent pest control personnel are required by law. Trained and certified personnel are required to use certain pesticides, and the Navy's objective is to have all pest control personnel trained and at least 80 percent of the applicators certified in various pest control specialties. Federal statutes (i.e., Federal Insecticide, Fungicide and Rodenticide Act (FIFRA)), also apply to Navy pest management programs.

Activities frequently supplement and often substitute in-house efforts with commercial services. In these situations, a Navy quality assurance evaluator specifically trained in pest control technology determines the contractor's performance.

The philosophy of the Navy's pest management program is to minimize the use of pesticides when other methods are available. This strategy is not to eliminate pesticides, but simply to use them in perspective with long term prevention of pest problems. The EFD can provide training and conduct special studies and services to support your activity.

EFD's biologists assist in the development of pest management (operating) plans for each activity. They assist the activity in achieving pest management goals, by recommending control strategies, materials, equipment, staffing, facilities, safety and environmental protection. Plans are coordinated with the medical community for safety, vector surveillance and control.

Applied Biology questions:

* How old is our Pest Management Plan?

* What specific pests affect our base? Are termites active in the area? When was the last time the buildings were inspected?

* Have we had pest problems Interrupting mission operations? Have piers been surveyed for borer damage? Have utility poles had a ground line survey in the last 15 years?

* Are pest control services provided by contract or by in-house forces? If by contract, when did the quality assurance staff last receive training?

* Are the applicators currently certified? In the right category?

• Does the supply department limit procurement of pesticides to those approved in the pest management plan?

5.5 Self-Help

One often overlooked resource for facilities repair and minor construction is self-help. "Self-help" refers to work performed by the military and civilian work force and supervised by Seabees or other technically skilled individuals.

An effective self-help program can reduce critical maintenance backlog identified in the Annual Inspection Summary (AIS) as well as improve habitability and morale, welfare, and recreation services. Self-help can:

a. save money - no costs for military labor as long as they can be made available from other duties.

b. save time - don't have to contract out for work or wait for PW backlog.

c. increase training productivity - self help personnel receive training in useful construction skills while making tangible improvements to the installation

d. encourage pride of ownership - the work builds a sense of responsibility with the occupants as they improve their own spaces.

Projects selected for self-help must comply with all applicable regulations. Your PW Manager is normally your best source to research and ensure that these regulations (laws) are met.

Seabees offer an excellent resource for leadership and performance of self-help projects. X0's are encouraged to pool their Seabee talent to form a cadre of skilled craftsmen and leaders. Working with other available personnel, this cadre of Seabees can be the catalyst for an effective and dynamic program.

Commanding Officers have been given wide latitude to organize and administer their self-help programs, tailoring each program to the types of resources available. The local public works activity should take the lead and provide technical direction and coordination for their local self-help programs. This ensures that self-help is done under professional guidance, maintains the integrity of the facilities, provides for economical use of material and labor, satisfies all safety and environmental regulations, and is consistent with activity development plans. Self-help projects should be submitted to the appropriate PW organization for review and approval. PW Managers can also assess the resources available for organization of a program and project selection.

Some of the different types of organizations include:

a. Organizational Self-Help: Personnel working in their own spaces completing handyman and general improvement projects.

b. Self-Help Division: A division working under the PW Manager, run by the host activity with tenant activity support. Organized around a permanent core of either Seabees or other technical ratings who possess basic facility maintenance skills, this division is usually separate from the 1st lieutenant division.

c. Construction Battalion Unit (CBU): A Naval Construction Force unit which, in peacetime, performs minor construction in support of AIS reduction and provides Seabee military and technical skill training. CBUs can be combined with other self-help personnel to benefit from the CBU experience, equipment, and tool allowance.

Self-Help questions:

* Do we have an active self-help program (either at our installation or in the area)? Are there CBUs, 1st Lieutenant Divisions, Master-at-Arms, or other organizations doing self-help type work?

* What projects in our Backlog of Maintenance and Repair can be considered for self-help? Especially important is consideration of all safety, health, and quality of life deficiencies.

* What types of projects can a self-help program accomplish? Of utmost importance is to focus on simplicity when selecting which projects to do with self-help forces. The more outside technical expertise required the more difficult the task will be for self-help.

*Have we had any horror stories of misuse of self-help forces or failed projects? Often we learn more from our mistakes than from our successes.

* How do the various self-help and PW organizations interact? Are the requirements of all of the tenants being considered?

* How can the Fleet resources best be used? Operational units are most likely to provide support when they feel the projects will produce real benefits to their sailors (improvements to the base gym, disaster cleanup after storms, repairs to roadways and sidewalks, etc.)

* How do we prioritize Self-Help projects? Do the departments and tenants fund or do we centrally manage?

5.6 Navy Family Housing
OPNAVINST 11101.13/11101.19

Housing is the most sensitive area of your command that impacts the morale of officer and enlisted alike. Although OSD has formally "decentralized" housing and each military department now operates their own housing program, the Congress and OSD still prescribe the basic ground rules under which the program operates. SECNAV delegates centralized program management to both CNO and CMC, each of whom issues regulations for field activities. NAVFAC and its EFDs serve as the program managers for CNO, and provide technical guidance and support to Marine Corps activities.

The primary tenet of DOD and Navy housing policy is to rely on the private sector to provide adequate housing for our families, and to acquire housing only where the private community cannot meet service needs. An annual survey, conducted per OPNAV guidance, determines the need for family (and bachelor) housing. As the only vehicle for validating the need for additional housing, a timely and accurate survey will let your base compete for its share of funding. In this regards, the Major Claimant's play a major role in the programming process as they annually recommend housing construction (e.g., MILCON) and/or acquisition (e.g. Section 801 Build to Lease) in priority order for their respective claimancies.

In addition to Military Construction, several methods of acquisition exist including regular domestic leasing, which is a short-term program; foreign leasing or lease construction in overseas areas where MILCON is not feasible; and Section 802 Rental Guarantee housing which is a long-term domestic program. Each program has very specific statutory controls which your housing director can discuss with you.

Information and Referral Services operate within each local Housing Welcome Centers to help military families new to the area find housing in the community. To keep this system operating properly, all incoming personnel should check in through the housing referral staff who also watch for discrimination in housing. Each Housing Welcome Center, in coordination with other base offices, provides information on schools, transportation, etc.

Housing designation, assignment, and utilization are covered by OPNAVINST 11101 .13 series. Your housing director has been fully trained in the intricacies of this instruction. Assignment to government housing is generally on a first come, first served basis; and conspicuous posting of the waiting list demonstrates an unbiased assignment program. You do have the flexibility of making changes in housing designations and usages, including the flexibility to balance waiting lists between the pay grade groups for whom housing was constructed.

The entire Family Housing Program is funded by a separate Navy appropriation entitled the Family Housing, Navy or FH,N appropriation. The FH,N account has specific statutory controls and is for the exclusive use of Family Housing. FH,N funds may not be used for other purposes, nor may other funds (such as O&MN) supplement the FH,N account. Within the overall account there are separate budget projects which contain the funds that pay for the salaries of the housing staff; services such as police and fire protection; utilities; furnishings; routine maintenance; major repairs; and improvements to the quarters. The funds are provided via the EFDs based on budget submittals you make annually. Work-year and manage to payroll allocations for the housing staff, however, ***are*** provided from your major claimant. So, close coordination is needed with your comptroller to insure the funds and work years for housing match.

FH,N O&M funds are provided in response to annual budget requests and justifications, and on the basis of documented backlogs of maintenance, repair and improvement You need assurance that your housing staff has done their homework, that firm and realistic short and long range plans exist, and that your budgets make the best possible case for funding.

Should your base have any Flag quarters be aware that Congress, SECNAV, and CNO have very strict laws, policies, and guidelines for the operation and maintenance of these quarters. OPNAVINST 11101.19 series governs and should be discussed with your housing director.

* Do you have an inventory, by pay grade composition and bedroom size, of our housing units?

* Is our housing office properly staffed and organized to adequately care for your families?

* How long is the waiting list to get into quarters - by pay grade and bedroom composition?

* Is there a need for additional housing acquisition at your base? If so, what is the plan to get it? Is this need documented by a recent family housing survey?

* Do the families (and bachelors) using the housing referral service get good support? Are they being placed in suitable quarters in a reasonable time frame?

• Does the housing staff have current long and short range maintenance plans? Are they being followed?

* Is the Modernization/Repair Inspection Program (MODRIP) report for determining backlogs of work current?

* Are work-year allocations from your Claimant and staffing dollars from NAVFAC properly aligned to let your people do their jobs effectively?

* What is the size and breakout of your current housing budget? Are all funds being obligated to get the best “bang for the buck”?

* Is your housing staff making use of state-of-the-art computer systems to help increase efficiency in dealing with customers and with higher authority?

* Is maintenance of housing accomplished by contractor or station forces? Is a quality product being provided the housing occupant?

* Does your housing office have a good energy conservation program in place? Are the occupants helping to save energy?

APPENDIX 1
Project Monetary Limits

Project limitations and approvals must be followed to prevent violation of statutory laws. The chart on the next page shows the limits and funding sources.

Minor Construction/Alteration: Your operating budget is **$200,000** unless your Major Claimant establishes a different threshold. The Major Claimant can go to $300,000 including cost of supervision inspection and overhead (SIOH). Above that, MILCON funding is required. This is one area where **CO's are relieved for cause.** Do not let it happen to you. If you notice large improvement projects underway, ask for the cost estimate of the work with the amount of Minor Construction dollars highlighted. Don't increment alteration or improvement projects. A $300,000 alteration one year followed by another one next year in the same building is usually incrementation, and both should have been funded through one or more MILCON projects.

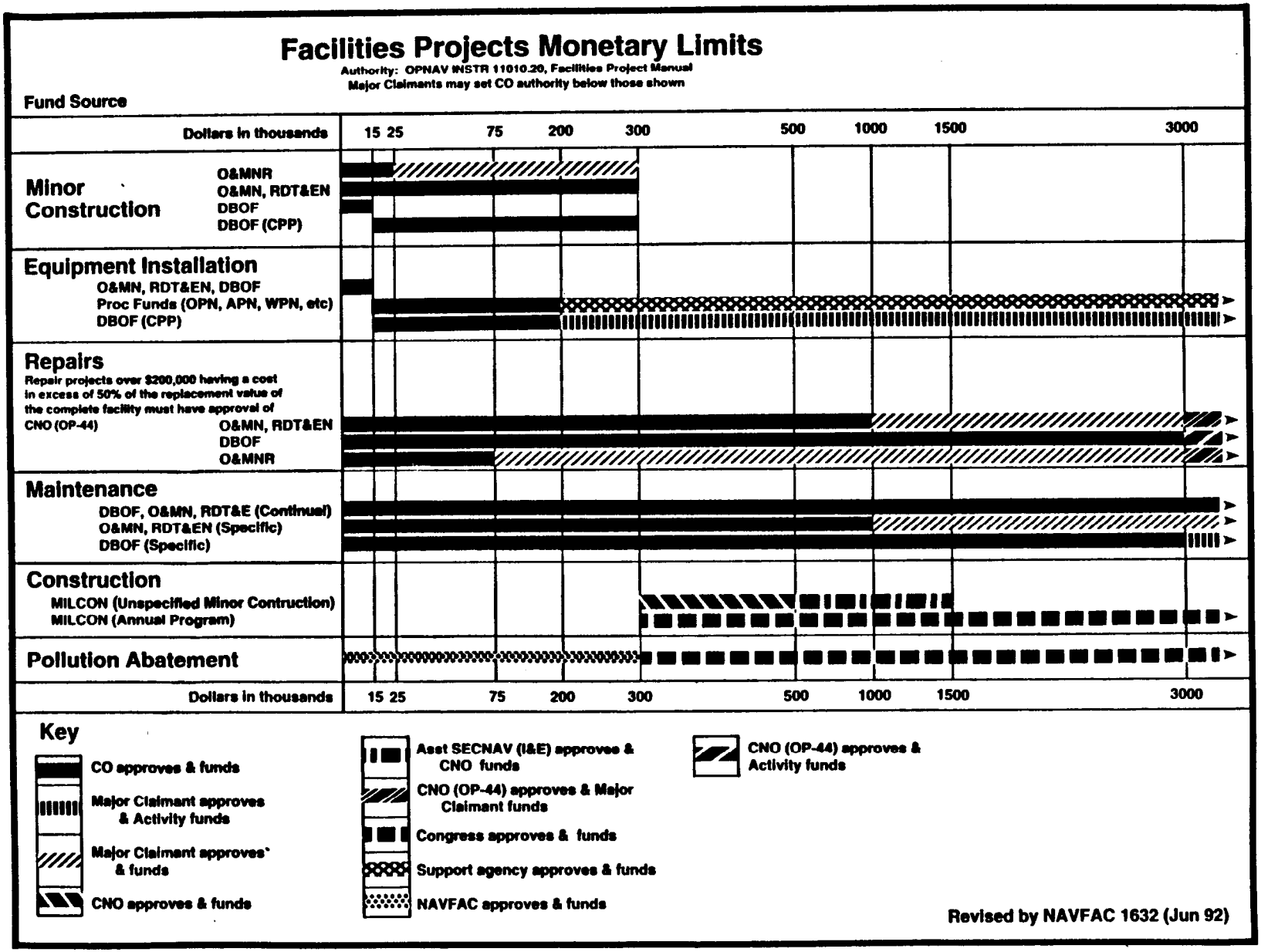
Repair and Maintenance: Between 90 and 95 percent of your maintenance dollars should be spent in this area. Ask for a quarterly report.

Equipment Installation: The organization providing the equipment funds these projects. Make sure the project is documented properly. A Special Project should be placed in the file with the funding document.

Plan a year or two ahead. Project approvals and designs take time. Designs should be ready to advertise for bids by May or June. If you are going to fund the project in the following year, try to open the bids in early September. This will allow you to use funds left over at your base or another one owned by your Major Claimant. Insist on having projects ready to go.

Facilities Projects Monetary Limits

Authority: OPNAV INSTR 11010.20, Facilities Project Manual
Major Claimants may set CO authority below those shown



Revised by NAVFAC 1632 (Jun 92)

APPENDIX 2

REFERENCES

REGULATIONS

FEDERAL ACQUISITIONS REGULATIONS (FAR)
DOD REGULATION 4500.36-R MANAGEMENT, ACQUISITION, AND USE OF MOTOR VEHICLES

INSTRUCTIONS

OPNAVINST 3501.167	SHORE BASE READINESS REPORT
OPNAVINST 4100.5	ENERGY MANAGEMENT
OPNAVINST 4860.7	NAVAL COMMERCIAL ACTIVITIES (CA) PROGRAM
OPNAVINST 5090.1	ENVIRONMENTAL AND NATURAL RESOURCES PROTECTION PLAN
NAVFACINST 5100.14	NAVOSH DEFICIENCY ABATEMENT PROGRAM ASHORE
OPNAVINST 5100.23	NAVOSH PROGRAM MANUAL
OPNAVINST 5450.46	DOCTRINE AND POLICY GOVERNING U.S. NAVAL MOBILE CONSTRUCTION BATTALIONS (NMCBs)
OPNAVINST 11000.16	COMMAND RESPONSIBILITY FOR SHORE ACTIVITY LAND AND FACILITIES
OPNAVINST 11010.20	FACILITIES PROJECTS MANUAL
OPNAVINST 11010.36	AIR INSTALLATION COMPATIBLE USE ZONE (AICUZ)
OPNAVINST 11100.3	SHORE FACILITIES LIFE EXTENSION PROGRAM (SHORE FLEP)
OPNAVINST 11101.13	ASSIGNMENT AND UTILIZATION OF MILITARY FAMILY HOUSING (MFH)
OPNAVINST 11101.19	FLAG, GENERAL AND COMMANDING OFFICERS' QUARTERS; OPERATION

PUBLICATIONS

NAVFAC P-72	DON FACILITY CATEGORY CODES
NAVFAC P-60	FACILITY PLANNING CRITERIA FOR NAVY & MARINE CORPS SHORE INSTALLATIONS
NAVFAC P-307	MANAGEMENT OF WEIGHT-HANDLING EQUIPMENT, MAINTENANCE AND CERTIFICATION